

BUREAU OF EDUCATION, INDIA

PAMPHLET No. 6

**Report of the Second Wardha Education
Committee of the Central Advisory Board of
Education, 1939, together with the decisions of
the Board thereon**



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PREFACE

At their meeting held at Simla on May 6th and 7th, 1940, the Central Advisory Board of Education had before them the report of the Committee which they appointed in December 1938, to consider further issues arising in connection with the system of basic education such as its relation to other branches of education and the financial problems implicit in its adoption.

The decisions reached by the Board with regard to the various conclusions and recommendations contained in the Committee's report are set out below.

While, as will be seen, the Board were unable to accept the conclusions and recommendations in their entirety, they felt that the report, read in conjunction with the report of the previous Committee appointed by the Board to consider the Wardha Scheme, might well prove a valuable contribution towards the exploration of a most important problem.

The report is accordingly printed on pages 1—27 following and the main conclusions and recommendations referred to in the next paragraph will be found on pages 6—7.

The Central Advisory Board of Education adopted the conclusions and recommendations Nos. 1, 2, 3, 4, 5, 6 and 9. With regard to the others, viz., Nos. 7 and 8, the Board arrived at the following decisions:—

No. 7.—The Board decided that to implement this recommendation it would be better to strengthen their existing Vernacular Education Committee than to set up a special Committee.

The Vernacular Education Committee was accordingly reconstituted as set out below: it has power to co-opt.

1. Rajkumari Amrit Kaur.

2. The Right Rev. G. D. Barne, C.I.E., O.B.E., V.D., Bishop of Lahore.

3. Mr. R. M. Statham, C.I.E., I.E.S., Director of Public Instruction, Madras.

4. Mr. W. H. F. Armstrong, I.E.S., Director of Public Instruction, Punjab.

5. Dr. Sir Zia-ud-Din Ahmad, C.I.E., Ph.D., D.Sc., M.L.A.

6. Pandit Amaranatha Jha, M.A., Vice-Chancellor, Allahabad University.

7. Mr. J. M. Bottomley, I.E.S., Director of Public Instruction, Bengal.

8. The Educational Commissioner with the Government of India.

9. The Educational Commissioner with the Government of India.

of the Committee, the official members representing the Government of India expressed their inability to commit themselves in any way. The representative of the Legislative Assembly attending the meeting felt himself precluded under existing circumstances from supporting the Committee's recommendation. One or two members, while in favour of the principle that the Central Government should make some contribution, found themselves unable to go as far as the Committee desired.

The Board also decided that—

(a) a copy of the Report, together with the decisions of the Board in regard thereto, should be forwarded to the Provincial Governments for consideration and such action as they might consider necessary;

(b) their thanks be expressed to the Chairman and members of the Committee for the great amount of time and care which they had obviously devoted to the preparation of the Report.

For convenience and in order that the Board's attitude towards the system of 'bas'c' education as a whole may be made clear, the report of the Board's first Committee on the Wardha Scheme which was adopted by the Board without alteration in December 1938, is reprinted as an appendix.

REPORT OF THE SECOND WARDHA EDUCATION COMMITTEE OF THE CENTRAL ADVISORY BOARD OF EDUCATION, 1939.

The Central Advisory Board of Education at its meeting held in January 1938 appointed a Committee under the chairmanship of the Hon'ble Mr. B. G. Kher, Premier and Education Minister, Government of Bombay, to examine the scheme of educational reconstruction incorporated in the Wardha Scheme in the light of the Wood-Abbott Report on General and Vocational Education and other relevant documents, and to make recommendations. This Committee submitted its report to the Board on the 3rd December 1938. During the consideration of this Report, which was generally adopted by the Board, certain issues emerged such as the co-ordination of the 'basic' system with higher education, the ways and means to finance it, etc., which in the opinion of the Board required further examination. With this object in view, the Board appointed another Committee consisting of the following members with powers to co-opt:—

The Hon'ble Mr. B. G. Kher, Premier and Education Minister, Government of Bombay, *Chairman*.

The Hon'ble Qazi Ataullah Khan, Minister of Education, Government of the North-West Frontier Province.

Rajkumari Amrit Kaur.

Mrs. Hansa Mehta, Parliamentary Secretary for Education to the Hon'ble the Prime Minister, Bombay.

Dr. Zakir Husain, Principal, Jamia Millia Islamia, Delhi.

Pandit Amaranatha Jha, M.A., Vice-Chancellor, Allahabad University.

Dr. W. A. Jenkins, D.Sc., I.E.S., Director of Public Instruction, Bengal.

Mr. W. H. F. Armstrong, I.E.S., Director of Public Instruction, Punjab.

The Educational Commissioner with the Government of India.

The Board also suggested that the Committee should, if possible, visit places where the 'basic education' scheme is in operation.

2. In accordance with the powers conferred on the Committee by the Board, the following were co-opted as additional members:—

The Hon'ble Mr. C. J. Varkey, Minister of Education, Government of Madras.

The Hon'ble Pir Illahi Baksh Nawaz Ali, Minister of Education, Government of Sind.

Mr. J. C. Powell Price, I.E.S., Director of Public Instruction, United Provinces.

3. The Committee as finally constituted held two meetings; the first in Simla on the 12th and 13th June, and the second at Poona on the 20th October 1939. Mr. Powell Price was unable to attend either meeting and the Hon'ble Mr. Varkey and Dr. Zakir Husain were unable to attend the second meeting. It proved impossible to arrange for the Committee as a whole to visit places where the "basic education" scheme is in operation, but personal visits were paid by most of the members to some or all of these places.

4. The agenda and papers circulated therewith to the members of the Committee are set out in Appendix I.

A copy of the resolutions passed by the All-India Muslim Educational Conference and of notes on the agenda by the Hon'ble Pir Illahi Baksh, both of which were circulated to members of the Committee, will be found in Appendices II and III, respectively.

5. "*Pre-basic*" education.—The original Wardha Scheme advocated the free and compulsory education of all boys and girls between the ages of 7 and 14, though girls might be withdrawn after the completion of their 12th year if their guardians so desired. The Zakir Husain Committee recognised the importance of providing educational facilities for children below the age of 7 and envisaged the possibility of this being done on a voluntary basis with State help where possible, but did not feel justified in including it as a part of the compulsory scheme in view of financial and other considerations. The report of the first Kher Committee, as adopted by the Central Advisory Board of Education, contemplated the period of compulsory education as extending from the age of 6 to the age of 14 for all children.

The Committee fully recognise the importance in the child's educational life of the years 5—7. During this period the foundation of good habits, mental moral and physical can be laid and the effects of childish ailments detected and remedied more easily and more effectively than at any later age. They understand that in many provinces at the present time children are admitted to the infants classes of primary schools at about the age of 5 and that parents are often glad to be able to leave their children during the day where they will not only be looked after but will also receive some useful training. They also appreciate the fact that where parents have acquired the habit of sending their children to school at an early age the difficulties of enforcing attendance when the compulsory stage is reached will be considerably reduced. They are accordingly anxious that facilities for education at the 'pre-basic' stage, so far from being reduced, should be widely extended by increasing the number of infants classes in State schools and by encouraging the establishment of efficient 'pre-basic' schools by voluntary agencies. They also suggest that Provincial Governments should set up a few model infants schools where the correlation of Kindergarten instruction with the curriculum of the 'basic' school may be studied and developed. The Committee do not, however, consider that it is practicable at the present stage to lower the minimum age of compulsory attendance below 6 years. To do so would add substantially to the serious financial problems already involved by the 'basic education' scheme and would also assume an adequate supply of properly trained women teachers, since children at this early age should be taught by women and not by men. Such a supply is practically non-existent in India at the present time. Steps should be taken to create it, either by adding special courses in infants teaching to existing training schools or by establishing special institutions for this purpose. The Committee were interested to learn that in certain provinces the possibility of utilising the services of widows in this connection was being explored and believe that this source of recruitment may be further enlarged. In the meantime, however, pending the solution of the two major problems referred to above the Committee are of opinion that 'pre-basic' education, when provided by the State, should be free but not compulsory.

6. "*Basic*" education and its division into two stages.—A 'basic' school as at present conceived would appear to constitute a unit by itself for children between the ages of 7 and 14. The protagonists of the 'basic education' scheme are rightly insistent that the whole course should be regarded as coherent and consecutive. There is nothing, however, in this conception which conflicts with the view generally accepted by educationists to-day that the mental and physical changes which boys and girls undergo as a rule about the age of 11—12 should be recognised by corresponding adjustments both in the content of the curriculum and in the methods of instruction. Hence arises the need for treating the instruction given before and after this psychological break as forming two well-defined stages, each with its own scope, aims and technique though inspired by the same fundamental aim. It was for this reason that the Central Advisory Board of Education, when formulating a framework of educational organisation at its first meeting in 1935, recommended an

organisation consisting of a primary stage, a lower secondary stage, and a higher secondary stage. There is, in fact, nothing novel so far as India is concerned, about the idea of a break at about the age of 11—12, as every province makes a distinction between primary and secondary or middle education, though the dividing line is at the end of the fourth class in some cases and at the end of the fifth in others. Nor is there anything in the general conception of the 'basic education' scheme which is repugnant to the notion that the onset of adolescence should receive recognition by a suitable differentiation in the scope and method of instruction. The principle of 'learning by doing' is equally applicable in the primary and in the post-primary school, only its practical interpretation needs adjustment to the growing powers and changing interests of the children. Moreover, if opportunities are to be provided for children to transfer from 'basic' schools to other forms of post-primary education and if as the Committee contemplate, the 'basic' school is to become the normal type of primary school not only in rural but also in urban areas, where the number desiring such transfers is likely to be much greater, a break in the organisation at about the age of 11—12 will become a matter of normal convenience as well as of educational desirability. It is obviously important that a child, if and when he transfers, should have completed a planned stage in his school career. Apart from those likely to be transferred to other forms of post-primary education—and they will be a comparatively small minority—there is an equally strong argument in the case of the remainder for a break between the primary and post-primary stages. The organisation of practical activities and their correlation with other subjects will be more effective and less expensive at the post-primary stage, from the point of view both of grading pupils according to their intelligence and of economising staff, accommodation and equipment, wherever it is possible to provide a central school to serve a number of contributory primary schools. This will be possible as a rule in towns and in those rural areas where villages are fairly large and close together. Finally, boys and girls, who under satisfactory arrangements may be educated together during the primary stage, will have to be taught separately subsequently. Provision for their post-primary education will be much facilitated if they can be collected in sufficient numbers into 'basic' post-primary central schools.

After serious consideration of this most important problem the Committee reached the conclusion that the divergence between those who regard the 'basic' course as one and indivisible and those who realize the need for a break between about the age of 11—12 is more apparent than real. For those children—and they will be the great majority—who remain to the end of their school career under the 'basic' system, there will be no break in the continuity or aim of the instruction, and such a break as there may be will be only a transference from one 'basic' school to another. For those who pass to other forms of post-primary instruction, the effects of the change will be minimised if the curriculum of the institutions in question is closely related, as the Committee recommend, to that of the 'basic' school. The Committee accordingly are agreed that 'basic' education should comprise a correlated course of eight years from the age of 6 to the age of 14, which for the sake of convenience should be divided into two stages—the first stage covering a period of 5 years and the second stage 3 years. The first stage should be called "junior" and the second stage "senior". Moreover, the curriculum for all schools beyond the 'junior basic' stage, whether 'senior basic' or other forms of post-primary education should develop logically from that of the 'junior basic' school.

7. Transfer of children from 'basic' schools to other schools.—The Committee contemplate that the 'basic' school will be the normal type of school attended by all children up to the end of the 'junior' stage. They realise, however, that after that stage certain children, and particularly those who may be intended for a university career, will transfer to schools of a different type

from the 'senior basic' school. The Committee feel that arrangements should be made for such transfers in the case of children who have completed the fifth grade in 'basic' schools and shown the necessary aptitude for benefiting by a course of higher education. Without desiring to prescribe in any detail the nature of such a course, the Committee lay emphasis on the fact that the curriculum should derive naturally from that of the 'junior basic' school, but should vary in its later stages to meet both the differing aptitudes of the pupils and the requirements of the occupations they intend to enter on leaving school. These variant forms of higher education should extend over a minimum period of 5 years, with a further course of more advanced work for those who intend to proceed to a university or enter occupations for which a more prolonged course of study is regarded as essential. It may be convenient for such diversified courses to be given in separate institutions and the possibility of developing Technical High Schools in or in connection with existing Technical Colleges, as forms of higher education alternative to that provided by the normal high school, should receive careful consideration. It is particularly important that subject to the over-riding right of the parent to make the final decision, the school to which a child should go at the conclusion of the 'junior basic' stage should be determined primarily by the special aptitudes he has displayed during this stage. In any area where compulsory education up to 14 is in force, a child will remain under obligation to attend school to that age whatever the type of school he may be attending.

While those children whose general intelligence or future careers make it obvious that they cannot complete their education in a 'senior basic' school, should be transferred at the end of the fifth class wherever possible, provision must also be made for those children who wish to continue their education after completing the course at the 'senior basic' school. Special arrangements must be made so that such children may receive special tuition in those subjects, e.g., English which do not form part of the curriculum of the 'senior basic' school.

As regards the relation of the post primary schools other than the 'senior basic' with university courses, the Committee did not consider it desirable to go into details, as it is for the universities to prescribe their own courses. They feel, however, that it is by no means impossible for the responsible educational authorities to relate the instruction provided in such schools to that of the 'junior basic' school at one end and of the university at the other.

8. *Parallel course of instruction for girls in the upper classes of 'basic' schools.*—The Wardha Scheme, while allowing girls to be withdrawn from 'basic' schools after the completion of their 12th year if their guardians so desire, clearly did not contemplate that the education of all girls would cease at this stage. The Central Advisory Board of Education assume that compulsion up to the age of 14, if and when introduced, will apply to girls as well as to boys. A suitably modified syllabus will therefore be necessary for those girls who continue their education in 'senior basic' schools. The Committee accordingly recommend that courses should be framed specially suited to the aptitudes and requirements of older girls and should include such subjects as cookery, laundrywork, needlework, homecrafts, the care of children, first aid etc., the rest of the instruction being correlated with these practical activities in accordance with the general principles of the 'basic education' scheme.

9. *Appointment of a standing committee to watch educational developments.*—Provinces are now embarking on new educational experiments and the system of 'basic education', which many of them are introducing, is still in the experimental stage. It will be advantageous if the results of all these experiments are watched and co-ordinated by some central body. The Committee, therefore, recommend that a standing committee of the Central Advisory Board of Education be appointed to survey the general progress of educational developments in all the provinces, with special reference to 'basic' education, and to make recommendations to the Board for necessary action

from time to time. This standing committee should contain a representative of the Hindustani Talimi Sangh.

10. *Central Bureau of Information.*—The syllabus outlined in the Zakir Husain Report is admittedly tentative and is likely to require adjustment in the light of local conditions. The interpretation of the syllabus in this connexion, the extent to which a particular topic or craft is to be introduced and the nature of the incidental information to be given to children at any given age are problems which require to be carefully handled. The Committee considered whether any organisation such as a central bureau, through or by which these and similar problems can be elucidated, should be set up, but came to the conclusion that as this was essentially a matter for local decision it was not necessary to create a central bureau at this stage.

11. *Ways and means to finance 'basic' education.*—The framers of the original Wardha Scheme hoped that while such education during the earlier stages might not be productive yet for the whole period of seven years it would be self-supporting. The Wardha Conference which met in 1937 to consider this scheme was not convinced that it could or should be made self-supporting although it considered that it would gradually be able to cover the remuneration of teachers. The Zakir Husain Committee also doubted whether such education could be made entirely self-supporting and while expressing the opinion that 'basic' education should cover the major portion of its running expenses, stated that all other educational expenditure, e.g., on buildings, equipment, etc., must be met from other sources, public and private. The Committee of the Central Advisory Board of Education appointed in 1938 to consider this scheme also pointed out that 'activity' schools would cost more to run in the beginning than the present type of school. It may now be accepted that no school, 'basic' or otherwise, which devotes itself to its proper function is likely to be an entirely self-supporting unit. This, however, is no reason why the marketable articles it produces should not be sold as advantageously as possible. After this and other possible sources of income have been fully explored, the balance of the cost of providing a compulsory system of education, which must be free, will have to be met from public funds.

The provision of such education as is necessary for its own stability and the well-being of its citizens is a fundamental responsibility of the democratic State—a responsibility which should be divided equitably among those authorities which are concerned with educational administration. In countries like England, about 50 per cent. of educational expenditure comes from the Central Government and the rest is found from local sources. In India, the authorities concerned are the Central Government, the Provincial Governments and the local bodies entrusted with educational powers. Each of these authorities must contribute their share of the net cost of education, i.e., the total cost after receipts from fees, voluntary contributions and the sale of articles made in school have been deducted. Apart from this general consideration the Committee are satisfied from figures submitted to them that the cost of introducing a free and compulsory system of 'basic' education between the ages of 6 and 14 is beyond the existing financial capacity of any provincial Government or local body, a minimum estimate of the net cost being Rs. 2 per head of population per annum. As they are convinced that the future of India must depend very largely on such a system being introduced without delay, the Committee have no alternative but to recommend that the Central Government should contribute not less than half the approved net expenditure of a Provincial Government on this particular service. Such a contribution would naturally be contingent on the Provincial Government (a) raising the remaining sum required from its own resources (b) undertaking to pay an agreed minimum scale of salaries to its teachers and (c) satisfying the Central Government that the amount is spent on free and compulsory education. The Committee further suggest that in order to lighten the immediate burden of the non-recurring expenditure required to bring the scheme into operation the cost of all sites

buildings, equipment, etc., exceeding Rs. 5,000 for any single item should be met from loan.

12. *Disposal of the produce of schools.*—The 'basic education' scheme centres round a productive basic craft. Means will have to be devised for the disposal of the marketable articles thereby produced. An economical method of marketing is essential, and as this is beyond the scope of any individual school, it will only be possible if a central agency in each province undertakes this work. The Committee do not mean by this that there should be only one central depot in each province for collecting and selling articles produced at school but that the Provincial Government in each case should undertake direct responsibility for this organisation.

13. *Resolutions of the All-India Muslim Educational Conference.*—The Committee also gave careful consideration to the resolutions submitted on behalf of the All-India Muslim Educational Conference and were gratified to find that on all major educational issues there was a substantial measure of agreement between the decisions of the Conference and their own conclusions.

14. *Main conclusions.*—The following is a summary of the Committee's main conclusions:—

- (1) That while the provision of 'pre-basic' education in Nursery and Infants schools and classes is highly desirable, it is not practicable at this stage, in view of the lack both of money and of trained women teachers, to advocate its introduction on a compulsory basis. Provincial Governments should aim in the first place (a) at providing model Infants and Nursery Schools in suitable centres, (b) at increasing the supply of properly trained infants teachers, who should be women, (c) at encouraging the enrolment in 'basic' schools of children below the minimum age for compulsory attendance and (d) at stimulating the provision by voluntary agencies of efficient 'pre-basic' schools.
- (2) That 'basic' education should comprise a course of eight years from the age of 6 to 14 years and that this course while preserving its essential unity should consist of two stages—the first stage, the 'junior' stage, covering a period of 5 years and the second stage, the 'senior' 3 years.
- (3) That the transfer of children from the 'basic' school to other form of post-primary education should be allowed after the 5th grade, i.e., at the conclusion of the 'junior basic' stage.
- (4) That the various types of post-primary school (other than the "senior basic" school) to which suitable children may be transferred at the end of the 'junior basic' stage should provide a variety of courses extending over a period of at least five years after the age of 11. These courses, while preserving an essentially cultural character, should be designed to prepare pupils for entry to Industrial and Commercial occupations as well as to Universities.
- (5) That special arrangements should be made in these schools for assimilating pupils who decide to continue their education after completing the full course in the 'basic' school, i.e., after reaching the 8th class.
- (6) That suitable courses should be framed for girls attending 'senior basic' schools, which should include such subjects as cookery, laundry work, needle work, homecrafts, the care of children and first aid, the remainder of the instruction to be correlated with this course of domestic science in accordance with the general principles of the 'basic education' scheme.

- (7) That a standing committee of the Central Advisory Board of Education should be appointed to watch new educational experiments carried on in the provinces as well as the progress of educational developments generally, with special reference to 'basic' education, and to make recommendations to the Board for necessary action. There should be a representative of the Hindustani Talimi Sangh on this Committee.
- (8) That subject to such conditions as are set out in the report the Central Government should contribute not less than half the amount of the approved net recurring expenditure on 'basic' education in each province, the balance to be found by the Provincial Government and the local bodies entrusted by it with the administration of compulsory education. For capital expenditure on buildings, equipment, etc., a loan system should be adopted.
- (9) That a central agency should be established in each province for the disposal of marketable articles produced in schools.

B. G. KHEER (Chairman).

Q. ATAULLAH.

AMRIT KAUR.

HANSA MEHTA.

ZAKIR HUSAIN.

AMARANATHA JHA.

W. A. JENKINS.

W. H. F. ARMSTRONG.

JOHN SARGENT.

J. C. POWELL-PRICE.

PIR ILLAHI BAKSH.

C. J. VARKEY.

NOTE OF DISSENT BY MR. J. C. POWELL-PRICE.

While agreeing with the main conclusions of the Committee, I am unable to subscribe to the theory that Pre-Basic Education should not be the concern of Government. In India there is only one agency which can be entrusted with elementary education and that is Government. The Infants class is an integral part of primary education and should in no case be separated. The nursery school is a totally different proposition and it only leads to confusion to class Infant and Nursery classes together. I cannot, therefore, agree with conclusion No. 1.

APPENDIX I.

(1) AGENDA.

1. To consider whether compulsion should be introduced from the age of 6 to 11 years in the first stage or from the age of 7 to 14 without any preliminary stage: in this connexion to consider whether in the event of the principle of compulsion applying up to the upper age limit of 14 years and a pupil of a "basic" school being transferred to another type of school at the age of 11 this pupil should be subject to compulsory attendance at that school until he attains the age of 14.

2. To consider what entire educational system should be aimed at in a province, what should be the aims, not inconsistent with the above general aim, for complete "basic" education for children aged from 7 to 14 years, or separately from 6 to 11 and 12 to 14 years and how far these should be complete in themselves and how far only a step towards the higher stages.

3. To consider the question of the co-ordination of the Wardha Scheme with higher education.

4. To consider the desirability of the division of the "basic" school into primary and upper primary schools or stages and the examination of the curriculum in the light of this possible division.

5. To consider the question of the transfer of children from the "basic" school at the age of 11 plus to other schools.

6. To consider what type of schools for higher education should be set up for those pupils who leave the "basic" schools at the end of five years (age 11) and what should be the conditions, if any, for the admission of such pupils to these schools, and what should be the difference in the curriculum of these two types of schools.

7. To consider what type of secondary (lower and higher) schools should be established to serve the needs of pupils who may join them after completing the full term of "basic" education.

8. To consider what should be the duration and the educational content of these "post-basic" schools.

9. To consider what vocational specialisation may be suitably provided in these schools on the basis of regional and occupational characteristic of their location.

10. To consider the desirability of providing for parallel courses of instruction for girls in the upper classes of "basic" schools.

11. To consider what relation the "post-basic" schools should have with the university courses.

12. To consider the question of the provision of "pre-basic" education schools and the syllabus for the same.

13. To consider the question of the training of nursery school teachers and the recruitment of more women teachers generally.

14. To consider the question of ways and means to finance the Wardha Scheme.

15. To consider whether it is desirable or practicable for the State to finance "post-basic" and college education.

16. To consider the desirability of establishing a Board to co-ordinate the work of "basic" education undertaken as an experiment or otherwise in various provinces of the country.

17. To consider the desirability of starting a central bureau to supply uniform literature on the topics included in the curriculum of "basic" schools.

18. To consider the question of the disposal of the produce of children's activities.

(2) NOTE ON THE ACTION TAKEN, OR PROPOSED TO BE TAKEN, BY THE PROVINCIAL GOVERNMENTS ON THE WARDHA EDUCATION SCHEME

While considering the Report of its Committee on the Wardha Education Scheme at its last annual meeting held in December 1938, the Central Advisory Board of Education felt that certain points such as the co-ordination of this scheme with higher education, the ways and means to finance it, etc., required further consideration and appointed another Committee to examine these and any other matters arising out of the Wardha Scheme. It also suggested that the Committee, if possible, should visit places where this scheme is already in operation. The provincial authorities were requested to supply information as to any schemes or other material which might be useful to the Committee in considering the questions referred to them and to suggest schools within their jurisdiction, if any, where the Wardha Scheme had been in operation for a sufficiently long time to justify a visit by the Committee. The information received from them is as follows:—

Madras.—There is no recognised school in this province in which the Wardha Scheme has been in operation.

Bombay.—The Government of Bombay have sanctioned a scheme to open about 100 "basic" schools from June 1939,—60 in your compact areas and 40 in isolated places. There is, however, one school at Thamna in the Kaira district which has been working on the lines of the Wardha Scheme for some 8 months. This school is working under the supervision of one Mr. Narhari-bhai Parikh of the Sabarmati Ashram, Ahmedabad.

The Government of Bombay have further expressed the following views as regards certain matters connected with the Wardha Scheme:—

- (a) In this province there are infants classes in all primary schools where children are sent at the age of 5 or even 4. So long as these classes are maintained, it will not be possible to refuse admission to such children. In rural areas people regard such classes as a kind of creche and under present circumstances, it is desirable to provide some useful occupation for children of this age.
- (b) The general trend seems to be in favour of co-education in "basic" schools up to the age of 11 *plus*, girls to be allowed to drop out at about 12 years of age. This does not mean that all girls will drop out and a suitably modified optional syllabus will be necessary for those girls who continue their education in "basic" schools after this stage.
- (c) The Wardha Educational Committee of the Central Advisory Board of Education has suggested various forms of activity serving as a preparation for, and developing into, a productive basic craft in higher classes. Suggestions are invited with regard to the disposal of the marketable articles thereby produced.
- (d) The syllabus outlined in the Zakir Husain report is admittedly tentative and is likely to require adjustment in the light of local conditions. The interpretation of the syllabus in this connection, the extent to which a particular topic or craft is to be introduced and the nature of the incidental information to be given to children at any given age are problems which require to be carefully handled and some organisation such as a central bureau through or by which these and similar problems can be

cleared up will be a great advantage. A Board to co-ordinate the work of basic education, undertaken as an experiment or otherwise, is also desirable in the various provinces.

Bengal.—This province has not as yet started any schools on the Wardha Scheme nor does it contemplate doing so in the near future.

United Provinces.—A committee appointed by the Provincial Government has submitted an interim report recommending the adoption of the Wardha Scheme with certain modifications. A Basic Training College for Men was accordingly started in August 1938 at Allahabad where graduates are being trained in the "basic" system of education. An experimental "basic" school consisting of classes I and II, where the actual system is being worked out, has been attached to the College. A Basic Training College for Women was also started in September 1938 and has been placed under the charge of the Principal of the Basic Training College for Men.

In January 1939, two teachers from each district board were sent to the Basic Training College to undergo a three months' refresher course in the 'basic' system of education. These courses have now been finished and the Government have started refresher courses from the 1st May for about three months at the headquarters of the seven Inspectorial districts in the province where primary school teachers from district and municipal boards are undergoing training in the methods of "basic" education. It is proposed to have 250 teachers trained at each centre on these lines by graduates turned out from the Basic Training College under the guidance of a member of the staff of the Basic Training College. These teachers will finish their training by the 15th of July and will be sent back to their districts to open at least 30 schools in each district board and at least 5 schools in each municipal board. These schools will be called "basic" schools.

From August 1, another refresher course will be started in the same way for three months and the teachers who attend the course will be required to open another 35 schools. A further course on similar lines will commence in November. In February another course will be run to open class II in some of the above "basic" schools from July 1940. The teachers in their refresher courses will be trained in the principles of "basic" education, general science, civics, handwork including cardboard work, bookcrafts, spinning and gardening.

Punjab.—There are no "basic" schools in this province. A scheme has, however, been drawn up embodying certain features of the Wardha Scheme.

Bihar.—The Patna Training School has turned out one emergency batch of Wardha Scheme teachers; it begins with a second batch in June. The first emergency batch of teachers started work in schools at Brindaban, near Bettiah, North Bihar, in April 1939. There are 35 "basic" schools in the area.

The Director of Public Instruction, Bihar, has further expressed the following views as regards certain matters connected with the Wardha Scheme:—

- (a) Compulsion should be introduced from seven to fourteen years without any preliminary stage.
- (b) Children may branch off to other schools at the age of 12, or after completing the fifth grade of the "basic" school.
- (c) A sub-committee has been appointed to work out the cost of the Wardha Scheme. It has not yet submitted its report.
- (d) No special training for nursery school teachers is envisaged so far. With the general impetus given to girls' education, a steady supply of women teachers may be anticipated.

Central Provinces.—With the object of implementing the Provincial Government's resolution accepting the syllabus prepared by the Zakir Husain

Committee (*viz.*, the 'official' Wardha syllabus), it is proposed to introduce the syllabus in primary schools in a compact area in the Wardha district in the first instance and in the light of experience gained to extend the working of the syllabus to primary schools throughout the province. As regards the training of teachers it is considered necessary that not only primary school teachers but also the staff of normal schools in the province should be trained in the Wardha syllabus. A programme with this object in view has accordingly been drawn up and will be in operation at the Vidya Mandir Training School, Wardha, from the 15th April 1939 to the 30th April 1940. This Training School has already primary classes both in Hindi and Marathi, which with some extension on the Hindi side, can serve as practising classes for the Wardha District Council teachers (under training) while the Wardha District Council teachers themselves will constitute practising classes for the Government secondary and normal school teachers under training. As these teachers will be drafted for training in batches and as the courses will be concentrated in short terms of about 5 months each, the existing Vidya Mandir Training School and Practising School staff will need to be strengthened. It will also be necessary to provide additional staff of a sufficiently high calibre and academic status for the retraining of Government normal school staff. In order to release the Government normal school staff for this training, it is proposed to suspend formation of the 1st year classes in Government normal schools throughout the province for 1939-40 only. The resultant saving in stipends contingencies, etc., in Government normal schools will counterbalance the expenditure involved in the proposed scheme of the Wardha syllabus training at the Vidya Mandir Training Institute.

There are at present 44 schools maintained by the District Council in the Wardha District of the province where the Wardha Scheme has been in operation since the 1st of January 1939.

Assam.—As an experimental measure the provincial Government have provided in the current year's budget a sum of Rs. 1,000 to encourage the study of Hindustani and also Rs. 1,200 for the training of teachers of 'basic' schools under the Wardha Scheme. It is proposed to appoint a committee, if necessary, to consider the whole question in due course.

North-West Frontier Province.—The Provincial Government have not, so far, been able to introduce the Wardha Scheme in any school in this province. It is proposed to send four teachers during the current year to undergo training at the Jamia Millia, Delhi, and, on their return, to post them to two or three specially selected schools in order to give this new experiment a trial. Last year, a district inspector, a headmaster of a high school and two teachers of the Peshawar Training School for men were sent to Wardha for a fortnight to see the scheme in operation. All of them submitted reports on their return in which they advocated the introduction of the scheme. The Provincial Government, however, could not do so at the moment because of the lack of teachers trained in the new system and also because of certain other difficulties. It is, however, proposed to introduce the scheme in this province as early as possible.

Sind.—The Wardha Scheme has not so far been tried anywhere in this province. A committee of educational experts is shortly to be appointed by the Provincial Government to consider all educational schemes including the Wardha Scheme, and to evolve a scheme which will suit Sind conditions. As regards the financing of the Wardha Scheme, it is stated that this scheme even on the basis of a seven-year duration (ages 7 to 14) and not an eight-year duration (ages 6 to 14) as recommended by the Committee appointed by the Central Advisory Board of Education will make the Government of Sind responsible for the "basic" education of 4 lakhs of children in any normal year

after the introduction of compulsion throughout the province. In view of the extra cost of an education based on an activity curriculum and of the large number of teachers of a new type and the three-year course of training which the Wardha Scheme contemplates, it is estimated that the cost of education per child under the Wardha Scheme will be not less than Rs. 25 annually. The annual cost under present condition is Rs. 28. With 4 lakhs of children between the ages of 7 and 14 in Sind, the annual total cost for "basic" education alone will be over one crore of rupees. This expenditure is beyond the present financial resources of the province. In view of this the education department of Sind will favour the evolution of its own scheme of education which, while achieving the necessary reorientation in the light of some of the basic principles of the Wardha Scheme, will keep the expense of the new undertaking within attainable limits. Till the contemplated provincial reorganisation committee has investigated this problem, it cannot be indicated with any degree of finality how the new scheme will be financed. But if vastly increased expense is called for, as is certain the following measures (some or all) are suggested to finance it:—

- (a) Substantial annual grant from the Government of India, particularly to poor and backward provinces like Sind.
- (b) An education cess, an employment tax, or some other form of levy to be earmarked specially for education.
- (c) Donation of lands and buildings from charitable individuals and institutions on the lines of the Vidya Mandir Scheme.
- (d) Sale of articles of marketable value produced by pupils in the higher stages of "basic" education.
- (e) Introduction of compulsion up to the age of 11, and leaving the later stages of "basic" education to be worked on a voluntary basis by private agencies under a system of grants and Government inspection.
- (f) Reduction of expenses by means of cheaper designs of school buildings and equipment, by utilising, when possible, the community or religious houses as schools, by having part-time schools, etc.
- (g) Leaving higher education to private effort, the State spending only the minimum on organisation, inspection, etc.
- (h) Conscription of the educated youth of the province for a year or two in each case for service in the "basic" schools.

As regards the training of nursery school teachers and the recruitment of more women teachers generally, it is stated that in view of the consensus of opinion favouring the age-range of 7—14 for "basic" education, it will be necessary to start nursery schools in all the provinces. The education department of Sind considers that as much of the activity in these schools will be in the nature of play and educative entertainment, a simple course of training extending over a few months will meet the situation, and this should be supplemented by the issue of suitable literature for the teachers from time to time and by the occasional holding of refresher courses. Educated girls might be encouraged to start nursery schools in their own homes or in public gardens or in groves of trees, and so on. There is also another way in which recruitment of more women teachers would be made possible. The last two years of "basic" education for girls when they are between 12 and 14 years of age should be so arranged as to give them an idea of the methods and spirit of nursery schools and to leave them free by rotation to go and work in the nursery schools as part of their "basic" education. It is considered that under

this arrangement a large number of women teachers for nursery schools will ultimately be found who will be already conversant with the spirit of "basic" education and likely therefore to prepare the children from the ages of 4 to 6 for eventual admission to "basic" schools.

Orissa.—"Basic" schools in this province will start work from the 1st January 1940. A training school for preparing teachers of these "basic" schools will start on the 1st June 1939.

2. As regards the question of visits of the Committee, the Director of Public Instruction, United Provinces, has stated that this year the schools will only have class I teaching under the new system and there will not, therefore, be much for the Committee to see in that province. He is of opinion that members of the Committee will obtain a better insight into the way the Wardha Scheme works if they visit the demonstration school in the Basic Training College at Allahabad at the end of July or in August. Methods of training, or rather "reconditioning", primary school teachers may also be seen at any of the centres in the Inspectorial districts which will also have a demonstration school attached. In their case, however, it will be merely a demonstration school as a practising school is impossible owing to the large numbers involved. The school at the Basic Training College, Allahabad, will however be a practising school.

The Director of Public Instruction, Central Provinces, has suggested that the Committee might visit some of the 44 schools maintained by the District Council in the Wardha district where the Scheme has been functioning since the 1st January 1939.

The Director of Public Instruction, Bombay, suggests a visit to the school at Thamna in the Kaira District which has been working on the lines of the Wardha Scheme for about 8 months.

The Director of Public Instruction, Bihar, has suggested that the Patna Training School may be worth visiting and that the "basic" schools started at Brindaban may also be visited by the Committee.

3. Apart from the information supplied by the provinces, there is a training school attached to the Jamia Millia Islamia, Delhi, which provides for the training of teachers for "basic" schools.

(3) SUMMARY OF THE PROCEEDINGS OF THE FOURTH ANNUAL MEETING OF THE CENTRAL ADVISORY BOARD OF EDUCATION HELD IN NEW DELHI ON THE 3RD DECEMBER 1938, REGARDING THE WARDHA EDUCATION SCHEME.

In January 1938, the Central Advisory Board of Education appointed a Sub-Committee under the chairmanship of the Hon'ble Mr. B. G. Kher, Premier and Education Minister, Government of Bombay, to examine the scheme of educational reconstruction incorporated in the Wardha scheme, to consider this in the light of the Wood-Abbott Report on General and Vocational Education in India and other relevant documents and to make recommendations. The Sub-Committee submitted its report to the Board on the 3rd December 1938. Its main recommendations were—

- (a) The scheme of "basic" education should first be introduced in rural areas.
- (b) The age range for compulsion should be 6 to 14 years, but children can be admitted to the "basic" school at the age of 5.
- (c) Diversion of students from the "basic" school to other kinds of school should be allowed after the 5th class or about the age of 11 plus.
- (d) The medium of instruction should be the vernacular of the pupils.

common language for India is desirable. This should be Hindustani with both the Urdu and Hindi scripts. Option should be given to children to choose the script and provision should be made for teaching them in that script. Every teacher should know both scripts, viz. Urdu and Hindi. Some members of the Committee suggest that the adoption of Roman script might prove a solution to the language difficulty and greatly minimise the work of both scholar and teacher.

- (f) The Wardha scheme of "basic" education is in full agreement with the recommendations made in the Wood-Abbott Report so far as the principle of learning by doing is concerned. This activity should be of many kinds in the lower classes and later should lead to a basic craft the produce from which should be saleable and the proceeds applied to the upkeep of the school.
- (g) Certain elements of cultural subjects which cannot be correlated with the basic craft, must be taught independently.
- (h) The training of teachers should be reorganised and their status raised.
- (i) No teacher should receive less than Rs. 20 per mensem.
- (j) Efforts should be made to recruit more women teachers and to persuade girls of good education to take up teaching.
- (k) "Basic" schools should be started only when suitable trained teachers are available.
- (l) The curriculum will need revision in the light of experience.
- (m) English should not be introduced as an optional subject in "basic" schools.
- (n) The State should provide facilities as at present for every community to give religious teaching, when so desired but not at the cost of the State.
- (o) No external examinations need be held. At the end of the "basic" school course, a leaving certificate based on an internal examination should be given.
- (p) Pupils wishing to join other schools at the end of the 5th class (age 11+) should also be granted a leaving certificate.
- (q) Promotion from class to class will be determined by the school, though the results of the internal examinations should be subject to the supervisors' inspection.

2. The Board considered these recommendations at its meeting held on the 3rd December 1938. As regards the recommendation that the scheme of "basic" education should first be introduced in rural areas, the question was raised whether it would not be easier to control and watch this experimental scheme in municipalities rather than in the countryside. But as the real basis of the scheme was to attack illiteracy which existed to a much greater extent in rural than in urban areas and as the proposed curriculum was designed mainly for rural schools, the Board endorsed the recommendation of its Sub-Committee.

3. The Board next considered the recommendation that the age range for compulsion should be 6 to 14 years though children could be admitted to the "basic" school at the age of 5. It realised the difficulty of keeping children at school after they became really productive as their retention at school after the age of 11 up to 14 would impose a severe burden on those parents who belonged to the labouring classes and would expect their children to be earning

at that age. It was suggested that in the present circumstances, compulsion should be started with the age limits of 6 to 11 in the first instance, the upper limit to be raised later to 12, 13 or 14. The general feeling however was that, however great the practical difficulties might be, the age range for compulsion from 6 to 14 years as recommended by the Sub-Committee should be regarded as the ultimate objective to be reached by stages.

4. The Board then took up the recommendation of the Sub-Committee that transfer of pupils from the "basic" school to other kinds of school should be allowed after the 5th class or about the age of 11 plus. As it was quite possible that certain children in these "basic" schools might wish to attend a different type of school, for instance a school in which English was taught, the Board felt that this recommendation from the educational point of view was sound.

5. A suggestion was made that the mother tongue of the pupils, i.e., the language which they normally spoke in their homes, should be the medium of instruction. It was felt however that such a course would lead to considerable practical difficulties on account of the presence of several dialects in the same area, and that if the mother tongue were used as the medium of instruction, a large number of text-books in various dialects would be necessary. Again, where one school might give instruction in one dialect and another in the same area in a different dialect, people would not be able to understand each other. The Board did not favour the suggestion of making the various local dialects of the pupils the media of instruction, and recommended that whatever the language used at the medium of instruction, it should be a literary language.

6. The Board then considered the recommendation relating to a common language for India which should be Hindustani. It was pointed out that the introduction of Hindustani as a compulsory subject in the provinces where Hindi and Urdu were generally spoken might be possible but that its introduction in those provinces where it was neither spoken nor understood would be difficult. Another difficulty, which was urged, was that several provinces had already a number of different languages spoken within their jurisdiction, and the introduction of an alien language (Hindustani) as a compulsory subject in those provinces would further add to their language difficulties. It was also stated that it would be difficult to obtain a sufficient number of teachers who could teach effectively in a language which was foreign to them. On the other hand, it was argued that if there were no common language like Hindustani, intercourse between the provinces would not be possible. Another suggestion was that there should be not only a common language for the whole of India but a common script also, viz., Roman. The Board recognised the advantage of having a common language for the whole of India and the general feeling was that Hindustani should be this common language, and that in the provinces where it was not spoken, it should be introduced in schools as a second language. After a general discussion, the Board decided that when forwarding copies of the report of its Sub-Committee to the provincial Governments, these difficulties should be brought to their notice.

7. The Board observed that primary teachers were at present receiving very low pay in various provinces. It felt that a pay of less than Rs. 20 per mensem was likely to affect the success of the Wardha Scheme and wished to emphasise that no trained teacher should receive less than Rs. 20 a month as recommended by its Sub-Committee. In order to induce more women to take up teaching, it was suggested that higher salaries should be offered to women than to men. The Board, however, felt that the recommendation of the Sub-Committee as it stood was sufficient.

8. With regard to the recommendation of the Sub-Committee that English should not be introduced even as an optional subject in the "basic" schools, a fear was expressed that if English were not taught in these "basic" schools, other schools might follow suit so that a child who wished to learn English would not be able to do so. The Board, however, considered that the demand for English would be met by the possibility of transfer after the 5th class or about the age of 11 plus to schools where English was taught as recommended by the Sub-Committee.

9. In the course of discussion on the recommendation of the Sub-Committee that no external examination need be held but that at the end of the "basic" school course a leaving certificate based on an internal examination should be given, it was pointed out that no system of internal examination would ever be satisfactory for the purpose of admission to other schools. But as it was open to the authorities of other schools, to which the pupils of the "basic" schools might seek admission, to prescribe any form of test they considered suitable, the Board approved the recommendation of the Sub-Committee.

10. The Board thus generally approved all the recommendations made in the Report of its Sub-Committee, and resolved that a copy of the Report, together with a summary of the discussion, should be forwarded to the provincial Governments for consideration and such action as they might consider necessary.

11. The Sub-Committee did not consider the question of financing the Wardha Scheme as this was outside its terms of reference, nor did it make any recommendation as regards the co-ordination of this scheme with higher education. To examine these questions of finance and co-ordination and certain other matters arising out of the Wardha Scheme, the Board appointed another Sub-Committee consisting of the following members, with powers to co-opt:—

1. The Hon'ble Mr. B. G. Kher, Premier and Education Minister, Government of Bombay, *Chairman*.
2. The Hon'ble Qazi Ataullah Khan, Minister of Education, Government of the North-West Frontier Province.
3. Rajkumari Amrit Kaur.
4. Mrs. Hansa Mehta, Parliamentary Secretary for Education to the Hon'ble the Prime Minister, Bombay.
5. Dr. Zakir Husain, Principal, Jamia Millia Islamia, Delhi.
6. Pandit Amaranatha Jha, M.A., Vice-Chancellor, Allahabad University.

(7) Report of the Syllabus Committee, Central Provinces.

8. Mr. W. H. W. Armstrong, I.E.S., Director of Punjab Instruction, Punjab.

9. The Educational Commissioner with the Government of India.

It was agreed that the Committee should, if possible, visit places where the Wardha Scheme is in operation.

(4) "Basic National Education" containing the Report of the Zakir Hussain Committee and the detailed syllabus.

(5) Report of the Committee of the Central Advisory Board of Education appointed to consider the Wardha Education Scheme.

(6) Report of the Primary and Secondary Education Reorganisation Committee, United Provinces.

7. Dr. W. A. Jenkins, I.E.S., Director of Public Instruction, Bengal.

APPENDIX II.

RESOLUTIONS OF THE ALL-INDIA MUSLIM EDUCATIONAL CONFERENCE REGARDING
WARDHA SCHEME

PART I.—(General)

(1) This conference is of opinion that Government should provide compulsory and free basic education throughout the country. This basic education should cover in the case of boys a minimum period of 8 years, *i.e.*, from the age of 6 to 14 and in the case of girls a minimum period of 6 years, *i.e.*, from the age of 6 to 12.

(2) The Conference is of opinion that the provision of educational facilities for the boys and girls should be separate but if for financial and administrative difficulties it is difficult to make provision for separate education, girls below nine may be educated in mixed schools but there should be separate schools for girls above nine years of age.

(3) The entire basic education should be imparted through the medium of the mother-tongue of students, namely, the medium of instruction for the Muslims of Northern India should be Urdu. In the Provinces where Hindustani language is not spoken, the Provincial language should be the medium of instruction; but every student may be taught Hindustani as Secondary Language. As regards the script, adequate arrangements should be made so that Muslims may learn this language in Urdu script. What is meant by 'Hindustani' language is the language generally spoken and understood by an average educated Muslim and Hindu of Northern India and Deccan.

(4) (a) In this scheme of basic education some suitable vocation or handicraft should be given central importance and the rest of the education should aim at the maximum possible adjustment of the economic and physical environment and the vocation of the child.

(b) In the matter of selection of a vocation this Conference is of opinion that the factors of educational possibilities and environment should be given careful consideration.

(c) In the selection of a basic vocation for girls, special consideration should be given to the fact that their needs and inclinations are different from the boys.

(5) In the Provinces the special educational facilities existing for the Muslims should continue and the foregoing principles of the new basic education should be introduced in the present schools where children of this age are educated but their religious and cultural characteristics should be maintained intact.

(6) Provision should be made for training a sufficient number of Muslim teachers for such schools as mentioned in the resolution No. 5. In this connection the Conference is of opinion that Government should establish a training class under the supervision of the Muslim University Training College which might train teachers for the new scheme.

(7) This conference is of opinion that it is necessary for the general educational machinery that Government should encourage private efforts in connection with the basic education.

(8) While legislating for the compulsory education, consideration should be given to the fact that if the parents can make any other satisfactory arrangements for the education of their girls, such girls may be exempted from attending Government basic schools.

(9) As regards the Advisory Committees or Boards which will be set up in connection with the introduction of basic education, it should be given consideration that the representation of Muslims on the Provincial Committees should be at least that much which they enjoy in the Legislative body of the province; and in the districts that proportionate representation which is fixed for them in the Municipal and District Boards.

(10) Since the introduction of universal compulsory education, the present non-Government institutions which are catering for religious instruction will not be able to discharge their functions effectively; and because without religious instruction, the entire education, according to the Muslims, would be defective and incomplete, in the opinion of this conference it is very essential that arrangements should be made for the compulsory religious education during the school hours for the Muslim students in all the basic schools.

(11) In this connection this committee feels duty-bound to state that the attempts in public schools to create precedents like "Bande-Matram", etc., have caused great anxiety to the Muslim Public as these things wound their religious feelings.

PART II.—(*Secondary Education*).

1. This Conference is of opinion that it is very essential to have proper co-ordination between basic and higher education so that students if they like may continue their studies after the basic education.

2. This Conference is of opinion that in the establishment of school for secondary education due concession should be made for the differing aptitude of the boys, which manifests itself generally at the age of twelve. Therefore those students who are anxious to have secondary education should be given the opportunities to join, after having received basic education for five years, the secondary schools which may be in accordance with their special aptitude.

3. If such secondary schools are to be started by private or educational bodies, such efforts should be encouraged, and the Government should give financial aid.

APPENDIX III.

NOTE BY THE HON'BLE PIR ILLAHI BAKSH NAWAZ ALI, MINISTER OF EDUCATION
GOVERNMENT OF SIND

Agenda

I. *To consider whether compulsion should be introduced from the age of 6 to 11 years in the first stage or from the age of 7 to 14 without any preliminary stage.*—(a) I would favour an earlier lower age-limit for compulsion for this reason that parents in the rural areas, with which any system of mass education in India will mainly be concerned, would be willing to let their children go to schools while they are still too young to be useful to them in their wage-earning occupations. Earlier the starting age of compulsion, the more willing will this vast mass of parents be to send children to schools and greater therefore will be the success of introduction of compulsion. And once the little children are "captured" with the willing consent of their parents, the new schools if they are everyday a demonstration of their utility, will induce the parents to let their children continue in these schools even after the children are old enough to help the parents in their occupations at home and in the farms. An earlier starting age-limit for compulsion is desirable also on another ground. We take the children at a stage when they are more plastic in body and mind than they would be at a later stage. I would prefer therefore starting age-limit of 6 and not 7 for compulsion, and the age-range of 6 to 11 as the first step towards a more extensive plan of compulsion where provincial finances permit it.

(b) Even with an earlier starting age-limit for compulsion, say 6 years, a preliminary stage of education for children between 3 to 5 years is necessary in any soundly concerned educational psychology as the most formative years in the earlier life of man, and these we cannot neglect. We cannot concentrate on the superstructure and leave the foundation to be laid indifferently. But this problem of "pre-basic" education, whether it should be compulsory, what its objective and methods should be, what provision should be made for the training and supply of teachers for this stage of education, the financing of it, its correlation with basic education, all these are matters which form a big problem by themselves, and ought to be considered carefully as separate items in the agenda of a future meeting of this committee.

(c) Where compulsion for the age-range of 7—14 is introduced, I think it is only natural that it should apply also to those who leave the basic schools at the age of 11, and join anglo-vernacular schools. It should apply to such cases till they attain the age of 14.

II. *To consider what should be the general aim of the entire educational system in a province, and what should be the aims (not inconsistent with the above general aim) for complete basic education for children aged 7 to 14 years, or separately for the two stages of basic education 6 to 11 and 12 to 14, and how far these stages should be complete in themselves and how far a step towards the higher range in the educational ladder.*—This issue was framed by the Sind Government because of the chaotic state of educational planning in the country. While in every aspect of national life, we take care to consider the objective in any campaign, in education we are apt to frame schemes without considering or clearly formulating our aims, and without a clearly visualized goal for our educational programmes, we are apt to land ourselves in an endless morass of complications which will necessitate a fresh overhauling of our educational system. This will only mean a tremendous waste of national energy, enthusiasm and funds in the meanwhile. What kind of individual or citizen do we want our educational system to produce, what kind of

social and political order do we want these products of our educational system to sustain, invigorate and keep alive. Should our educational system emphasize the "bread and butter" objective or should it consider also the claims of culture? Do we want our children to be trained in water-tight communal compartment and perpetuate the old animosities, or shall we broad-base our new system on a catholic conception without endangering the culture and heritage of the different communities? There is a wide conflict of conceptions about educational objectives, and it will be a pity if, at the very threshold of a new era in education, the country should have no clearly visualized goal and go on passing syllabuses and building up new organizations, without a clearly formulated objective. I feel that not only this committee but also the Central Advisory Board should address itself to this primary task before it spends its time and energy on any other problem. Let the entire country be given a right lead in this first essential factor of the Indian educational problem, and then we shall find that we shall emerge out of the chaos into which educational thought in the country has fallen, and every province will be able to evolve sound schemes of education for itself. On this subject also I would suggest a special meeting of the committee, or of the Central Advisory Board. Our entire educational organisation, the various stages of it and the nature of each, the finance, the syllabuses, all will depend on the aim we have in view, and the effectiveness of any system is largely due to a clearly formulated aim. Without such an aim, we would be like a pilgrim who just steps on to the highroad without the slightest idea about where he intends going with the result that, instead of finding his journey smooth and straight, he is subjected to vexations and inconveniences and has often to retrace his footsteps. It may possibly happen that such a pilgrim, because he has foolishly started on a journey without considering his goal, may after many years of travel and trouble, find himself again no further from the starting point, and start his pilgrimage afresh. I feel the best brains in our educational service and outside must be requisitioned to solve this first essential of our educational problems which cannot be solved in a few minutes as one item among 18 in the agenda for this meeting.

III. *To consider the question of co-ordination of the Wardha Scheme with higher education*—The question of the co-ordination of the Wardha Scheme with higher education is bound up with the problem of our aim in education. If we have any clear aim about the Wardha Scheme, naturally that aim will guide us in framing our higher stages in education without endangering the principle of co-ordination. But have we really a clearly formulated aim in the Wardha Scheme, or is it simply the product of some good impulses or theories which have not yet been brought into vital relationship with each other from the standpoint of some central aim? This question of co-ordination will naturally resolve itself into the following factors, each of which must be given close thought:—

- (a) What types of secondary schools, lower or higher, should be set up to serve the needs of those pupils who may join them after completing 8-year or 7-year basic education.
- (b) What types of secondary schools should be set up to serve the needs of those pupils who leave the basic schools at the end of 5 years.
- (c) Should these two classes of secondary schools have a rich variety of educational content and objectives (either as self contained units or as preparatory stages for University courses or specialised branches of learning or skills), or should they be cast into one mould in the entire province.

- (d) Should these post-basic institutions be merely some kind of a continuation of the basic education in aim and method, or should they be actuated by new aims.
- (e) What should be the relation of these post-basic secondary schools with the final stages in our educational ladder (the University courses, etc.).
- (f) The duration and educational content of each of these stages in education after the basic education.
- (g) Administrative co-ordination of the basic and post-basic education—whether one single education board in administrative charge of all the stages is more likely to secure a unified administrative and educational policy for the educational system in a province, or is it not more convenient and sound to have separate boards for basic, post-basic secondary and University stages.

All these are the several factors that make up the problem of co-ordination, and I have only stated them. A careful consideration of each factor in the problem may be undertaken or not at this meeting as the answers of opinion among the members of the committee may decide.

IV. *To consider the desirability of the division of the basic schools into primary and upper primary schools or stages and the examination of the curriculum in the light of this possible division.*—I personally feel that a bifurcation at the age of 11 plus is desirable and this point of time in the life of a pupil in a basic school and in the duration of basic education should be the point for division of schools in primary and upper primary. Considerations of adolescence, consideration of sex-developments at this stage, consideration of the need of some classes of students to desist to special types of secondary schools at an earlier stage, all these point to the desirability of a division of basic schools into primary and upper primary.

The curriculum of each of the two divisions, while guided by one central aim, should be so fixed as to recognise the general educative process that is sufficient before adolescence and the special educative process that is essential from the onset of adolescence. Perhaps in the primary stage, the subject of importance should be practical civics, organized games and special crafts, while in the primary stage the subjects and activities should be of a more general and spontaneous nature not calling for narrow specialization or definitely productive activity.

V. *To consider the question of the transfer of children from "basic" schools at the age of 11 plus to other schools.*—If we agree to divide the basic schools into primary and upper primary stages, one of the reasons is that some students would desire transfer to other types of schools before they complete the entire period of 7 or 8 years in a basic school. But, as such transfers, if indiscriminately made, may defeat the purpose of compulsion, clear rules must be framed to regulate such transfers. In the first place, a pupil or his parent seeking to leave a basic school at the age of 11 plus must show that he wishes to leave it definitely for joining another type of school. He must indicate the school he wishes to join and obtain a note from that school to the effect that he is going to be admitted to that school. Moreover, the pupil desiring this kind of transfer must be certified to have completed the five years in the basic school satisfactorily, and should be required compulsorily to complete two or three years more at his new school.

VI, VII, VIII and IX. These items in the agenda are partially answered in my remarks on item No. V and item No. III. It is a question of "post-basic" schools, and the factors of this problem I have stated in my remarks on item No. III.

X. *To consider the desirability of providing for parallel courses of instruction for girls in the upper classes of "basic" schools.*—If at the age of 11 plus, co-education must cease, I think it would be advisable to have a differentiation of courses for the two sexes in the upper primary stage of the basic schools. In schools where co-education continues right up to the end of the 14th year the purpose of "parallel courses" would be adequately served by allowing certain options specially suited to the aptitude and requirements of girls, e.g., cooking (pastry-making, manufacture of chutneys, marmalades, etc., sewing, embroidery, child-psychology, care of the infants) which, however, would be open for boys also to take up if they so choose. This is already dealt with partially in my remarks on items Nos. II, III and V. This also is a problem of co-ordination, the factors of which I have indicated.

XII, XIII and XIV. These have been dealt with in the Government of Sind Note which appears in the Central Advisory Board's note on action taken or proposed to be taken by Provincial Governments.

XV. *To consider whether it is desirable or practicable for the state to finance "post-basic" and college education.*—This problem is a matter of financial resources of each province. If the Wardha Scheme with an 8-year compulsion is introduced in a province, it leaves hardly anything to be spent on "post-basic" secondary schools and a college education. In this situation, if the needs of mass education are regarded as of paramount importance, post-basic and college education should be left to private enterprise. The only thing the state should do is to organize these stages of higher institutions on sound educational and administrative principles and to relax such regulations as at present impose unnecessary financial limitations on private agencies (e.g., rules about costly buildings or endowment or reserve funds, etc.). While the state must remove these unnecessary impediments from the path of private enterprise in higher education, it must still regulate the standard of teaching and attainments in these institutions as well as impose safeguards against undesirable multiplicity of such institutions and unhealthy competition among them.

If the Wardha Scheme is not adopted or only a limited form of compulsion is introduced, it is desirable and practicable for the state to aid (not entirely finance) "post-basic" secondary schools and colleges.

XVI. *To consider the desirability of establishing a Board to co-ordinate the work of "basic" education undertaken as an experiment or otherwise in various provinces of the country.*—The idea of a central board for basic education is rather premature. I doubt whether all the provinces have really accepted once for all the principles of the Wardha Scheme, and if a Board is established, it would mean an exclusion of some provinces from its membership, though these provinces may ultimately evolve schemes of education which may be found more suited to the needs of India in general and their own area in particular than the Wardha Scheme. I suggest that the purpose of co-ordination and many other useful purposes would be served if a permanent sub-committee of the Advisory Board is set up to examine and co-ordinate all new experiments whether on Wardha lines or otherwise. This committee should have one member who should be frequently sent to different provinces on visits to see the working of new experiments. His reports should be annually or more frequently placed before the "New Education Sub-committee" for co-ordination and discussion, and these reports will secure further co-ordination and provide greater stimulus to the zeal for reform in provincial governments from time to time. This sub-committee should be formed of educational experts, one from each province recommended by the provincial governments.

XVII. *To consider the desirability of starting a central bureau to supply*

uniform literature on the topics included in the curriculum of basic schools.

Excellent idea.—The bureau should also collect any useful information that may be available in any provinces and circulate it to all the provinces. It should also keep a note of all good publications on the topics, and draw the attention of all the provinces to them. If possible, a fortnightly educational bulletin with the above object and for co-ordination of new experiments in education (including the Wardha Scheme) may be published by this bureau.

XVIII. To consider the question of the disposal of the produce of the children's activities.—I am afraid, the idea that the Government of a province should purchase these articles and sell them to consumers who are expected to pay more for them than the market rates justify, is fantastic. It will never work. But a collecting agency is necessary and a central agency to distribute and sell these articles. The prices of these articles can only be regulated by the general law of demand and supply, or each school or all the schools of a taluka should give a yearly contract to some dealer for the purchase of their articles on some reasonable terms of profit to the dealer and secure through easy payments to the schools.

A General Note.—From the demi-official letter of the Commissioner, it looks as if the main subject for discussion at the meeting is to discuss our terms of reference generally and decide what particular features of the (Wardha) scheme we wish to study on the spot and where we can best see them. I hope, we will be discussing the terms of reference of the Wardha Education Committee not generally but as contemplated in the agenda placed before us. That I understand, is what is meant by a general discussion of our terms of reference. That general discussion confined to the items in the agenda is, I expect, likely to lead us to a consideration of our programme for visits to Wardha scheme centres. But, though a general discussion of our terms of reference on the basis of the agenda supplied to us is welcome, I doubt whether a visit to any of the Wardha scheme centres at this stage of the experiment will be productive of much enlightenment, except in observing the method of teaching and the spirit of the scheme. Many of our problems, such as the correlation of the Wardha scheme with higher education or even the financing of the scheme, or the question of age-range or bifurcation at some stage and numerous other problems connected with the Wardha scheme will not in any way be solved by a visit to places where the Wardha scheme has just been started. We can either work towards a solution of these problems from now in the faith that the Wardha scheme is bound to produce the result of the experiment (not as contemplated but as actually proved in practice). I am strongly of the opinion that where an entirely new educational experiment is concerned, involving radical departures from the existing system, involving many financial and educational complications, we should not extend the field for experimentation on the mere assumption of its ideological soundness. While experimentation on a reasonable scale is necessary, we should not take it for granted that the experiment is bound to succeed and immediately begin solving all the other correlated problems and doing further stages of education on this assumption. I would suggest that instead of visiting the different centres where the Wardha scheme is being tried and formulating our conclusions so soon, we suggest a limited programme of minimum experimentation to all the provinces, and then an expert should visit the experimental centres in all the centres, and the reports of this expert should be annually considered by the Wardha Committee till such time as we have enough material and evidence at our disposal to formulate a forward educational policy for universal adoption all over India with only such modifications for each province as the local conditions justify.

APPENDIX

**REPORT OF THE FIRST COMMITTEE OF THE CENTRAL ADVISORY
BOARD OF EDUCATION APPOINTED TO CONSIDER THE
WARDHA EDUCATION SCHEME, 1938.**

The Central Advisory Board of Education at its meeting held in January 1938 appointed a Committee, with powers to co-opt, to examine the scheme of educational reconstruction incorporated in the Wardha Scheme in the light of the Wood-Abbott Report on General and Vocational Education and other relevant documents, and to make recommendations.

This Committee met in Simla on the 28th, 29th and 30th June 1938 and was attended by the following members—:

1. The Hon'ble Mr. B. G. Kher, Premier and Education Minister, Government of Bombay, *Chairman*.
2. The Hon'ble Dr. Syed Mahmud, Minister for Education, Government of Bihar.
3. The Hon'ble Pandit R. S. Shukla, Minister for Education, Government of the Central Provinces and Berar.
4. Lady Grigg.
5. Rajkumari Amrit Kaur.
6. Dr. Sir Zia-ud-Din Ahmad, C.I.E., B.D., D.Sc., M.L.A.
7. Mr. W. H. F. Armstrong, I.E.S., Director of Public Instruction, Punjab.
8. Mr. Syamaprasad Mookerjee, Vice-Chancellor, Calcutta University.
9. Dr. Zakir Hussain, Principal, Jamia Millia Islamia, Delhi.
10. Khan Fazl Muhammad Khan, Commissioner and Secretary to His Exalted Highness the Nizam's Government, Department of Technical and Vocational Education.
11. Mr. J. E. Parkinson, C.I.E., Educational Commissioner with the Government of India.

Mr. R. M. Statham, C.I.E., I.E.S., Director of Public Instruction, Madras, was unable to attend the meeting as he was on leave out of India.

Mrs. Hansa Mehta, Parliamentary Secretary for Education to the Hon'ble the Prime Minister, Government of Bombay, was co-opted and attended the meeting.

2. The papers mentioned in appendix I to this Report were circulated to the members of the Committee beforehand.

3. *Genesis of the Wardha Scheme*.—The present educational system of India has of recent years been condemned on the grounds that it has failed to adjust itself to changed conditions and is "uninspired by any lifegiving and creative ideal". In 1937 Gandhiji initiated in the columns of the Harijan a discussion of the Indian educational problem and offered many suggestions the main principles of which were:—

- (a) The course of primary education should be extended at least to seven years and should include the general knowledge gained up to the matriculation standard less English, and plus a substantial vocation.
- (b) For the all-round development of boys and girls all training should so far as possible be given through a profit-yielding vocation.

- (c) This primary education, besides training the mind, should equip boys and girls to earn their bread by the State guaranteeing employment in the vocations learnt and by buying from the schools their manufactures at prices fixed by the State.
- (d) Such education taken as a whole can and must be self-supporting.
- (e) Higher education should be left to private enterprise and the State universities should be purely examining bodies.

4. An All-India National Education Conference, which was convened at Wardha in October 1937 under the presidentship of Gandhiji to consider his proposed scheme of self-supporting education, passed the following resolutions:—

- (a) that free and compulsory education be provided for seven years on a nation-wide scale;
- (b) that the medium of instruction be the mother-tongue;
- (c) that the Conference endorses the proposal made by Gandhiji that the process of education throughout this period should centre round some form of manual and productive work and that all the other abilities to be developed or training to be given should, as far as possible, be integrally related to the central handicraft chosen with due regard to the environment of the child;
- (d) that the Conference expects that this system of education will be gradually able to cover the remuneration of the teachers.

The age of entry to school should be 7 years and the standard attained at the end of 7 years schooling should approximate to the Matriculation (less English).

5. The All-India National Education Conference then appointed a Committee under the Chairmanship of Dr. Zakir Husain, Principal of the Jamia Millia Islamia, Delhi, to formulate a scheme of basic education on the lines suggested by its resolutions. This Committee worked out in detail the implication of those resolutions and its report is the authoritative Wardha Scheme of Education.

6. That Report (called for purposes of reference, the Zakir Husain Report) was in the hands of each member of the Central Advisory (Board of Education Sub-Committee. Before the discussion either on the principles on which the Wardha scheme is based or on its details, Dr. Zakir Husain, whose presence at the meeting was of the utmost value, pointed out that many of the criticisms to which the Wardha Scheme had been subjected, arose from either a misconception of the fundamental ideas on which the scheme rests or from statements extracted from their context which give a false or distorted impression.

7. Dr. Zakir Husain felt that the discussion would be less discursive if he first pointed out what the Wardha Scheme was not. The removal of misunderstandings and the correction of false impressions would enable the members of the Committee to confine their remarks to the real and not to some hypothetical scheme and so avoid irrelevancy.

8. Dr. Zakir Husain mentioned that criticism was directed mainly against the idea that the scheme was conceived wholly with the set purpose of making education self-supporting by the sale of articles made by the pupils. It appeared to be a scheme of production with conscript child labour. This impression was entirely wrong. The scheme was one of education, not production. The educative value of craft-work and activity was throughout emphasised and the economic question was quite subsidiary. Education in Wardha schools would be carried on through real life situations arising from the physical and social environment of the child and the craft activity. Education through activity is now considered by all teachers as "the most effective approach to the problem of providing an integral all-sided education".

9. The Zakir Husain report defines the aim of the Wardha Scheme not as "the production of craftsmen able to practise some craft mechanically but rather the exploitation for educative purposes of the resources implicit in craft work", and sounds a warning of the obvious danger of stressing the economic aspect to the sacrifice of the cultural and educational objectives. The Wardha scheme rejects any mechanical labour in schools *merely* for production and states as a necessary condition of education that "the craft or productive work chosen should be rich in educative possibilities. It should find natural points of correlation with important human activities and interests". This view is identical with that expressed in paragraphs 10-17 and 24-25 of the Wood-Abbott Report and is in complete accord with modern educational thought. The Wardha Scheme deals only with compulsory primary education and does not imply any stoppage of grants to existing schools or colleges.

10. Hence all criticism, directly or indirectly implying that child labour is to be exploited for economic purposes, so that the schools can be wholly or even partially self-supporting is irrelevant. Critics therefore who believe that the schools will be industrial or vocational in the narrow sense and that the system is intended to force young children into prescribed vocations have not appreciated the real significance of the Wardha Scheme.

11. Dr. Zakir Husain deprecated uninformed criticism of the Scheme as a result of statements made by enthusiastic but misguided protagonists. He denied that the scheme would remove unemployment; indeed the question of unemployment was not even mentioned in his report, though he felt that the pupils of the Wardha schools would be better "employable" material than the pupils of existing schools because the Scheme was designed to produce "workers who will look upon all kinds of useful work as honourable and who will be both able and willing to stand on their own feet". He also denied that the Scheme stated or even implied either that the Government would provide employment at the end of the course or that all existing schools were to be transformed immediately into Wardha schools.

12. Dr. Zakir Husain next answered the criticism which had arisen in one form or other mainly from Muslim sources that the proposed Wardha schools neglected religious education, and were entirely secular in outlook. He admitted that the scheme prescribed no syllabus in religious education as the difficulties were obvious, but one of its foundations was a respect for all religions. The Wardha scheme neither made nor implied any alteration in the present position by which any community at its own expense is permitted to give religious teaching in Government or Local Body schools to the pupils of that community out of school hours. Dr. Zakir Husain stated that no community need have the least apprehension that the Wardha Scheme was intended to discourage any form of religion or religious observance.

13. Misunderstanding also existed in regard to co education. The Wardha Scheme does not make co-education compulsory to any age, and can be adopted in either boys or girls or co-educational schools. Indeed it expresses no opinion whatever whether or not co-education is desirable. The option given to parents in the Wardha scheme to withdraw their girls from school after the completion of the twelfth year does not imply that boys and girls should receive co-education up to that age.

14. After illuminating the educational and sociological bases on which the Wardha Scheme rests, Dr. Zakir Husain referred to the charge that under the Wardha scheme universities were to be merely examining bodies and as such would receive no financial aid from Government. Such a charge needs no refutation. His Report expressly excludes any discussion on secondary education for pupils above the age of 14. If the Wardha Scheme is adopted, a system of higher education co-ordinated with the Wardha organisation will have to be worked out.

15. To summarize, the Wardha Scheme—

- (a) emphasises education through activity and is not primarily concerned with the production of saleable material;
- (b) does not make spinning and weaving the only basic craft, but admits of the inclusion of any craft of equal or higher educative possibilities;
- (c) does not imply the ruling out of facilities for religious (denominational) education, where any community desires it; and
- (d) does not state or imply that the salary of the teachers must be directly met from the sale of material made in the school.

Dr. Zakir Husain's explanation removed from the minds of some members of the Committee the apprehension aroused by the literature which preceded the formulation of the Wardha Scheme and by some of the phraseology of the Wardha Scheme Report itself and so prepared the ground for a discussion of details.

16. The framers of the Wardha scheme deliberately confined their proposals to village education as the bulk of India's population resides in villages. The scheme is therefore primarily for rural areas. The Committee therefore wish to emphasise that it should first be introduced in rural areas and should not be extended to urban areas without necessary modifications though the principle of education through activity is as true for urban as for rural schools.

17. *Age range for "basic" education.*—The Zakir Husain Committee lays down a seven years course of education from the age of 7 to 14. They however, realise that by fixing 7 as the age for the introduction of compulsory education, they have neglected a very important period of the child's life. In view of financial and other considerations, they did not feel justified in including the education of children below the age of 7 as a part of the compulsory scheme, though they hoped that nursery and infant schools would be started and encouraged by the State.

18. The normal age for admission to school in all advanced countries is 5 or 6. Even in India under the existing system of education children are usually admitted to school about the age of 6. This period of a child's life offers such educative possibilities that the majority of members preferred that the age range for compulsory education should be six years to fourteen years, though children of 5 years of age should not be excluded from school. It was agreed that compulsion could not be made effective merely by passing

an Act making compulsion universal. Such a course would be unwise and impracticable, but the difficulties must be faced and effective compulsion extended as rapidly as possible.

19. In provinces where compulsion is in force the age limits are usually 6 to 11 (Appendix II). The Committee agree that this higher age limit must be increased to 14. Protagonists of the Wardha Scheme prefer that if for compulsory education, any lesser period than seven years has to be taken, the higher age limit of 14 should remain and whatever period is fixed should be reckoned downward from the age of 14 rather than upward from the age of 6. In other words, compulsion from 9 years to 14 years is preferable to compulsion from 6 years to 11 years. They argue that in the present circumstances education in the early years is of little worth, causes wastage and stagnation and is therefore a waste of money and that the years of adolescence offer greater educative possibilities than the age of childhood. By retaining the higher age limit, civic and social responsibilities, permanent literacy and craft skill and interest can be better developed.

20. The Committee whilst recommending that the age for compulsion should be 6 to 14 were not unaware of the financial and other difficulties, particularly that of the supply of suitable teachers, and feel that the approach to universal compulsory education from 6 to 14 will depend on the financial and other resources of the different provinces. A number of members prefer the compulsory period to begin from the age of 6 and gradually work up to 14.

21. *Stoppages of Education.*—All schools under the Wardha Scheme are basic schools and therefore no difference in nomenclature between "primary" and "secondary" classes or stages is made. Primary and secondary education, however, form two well-defined stages each with its own scope, aims and methods. The clear distinction in aims and methods between these stages must be kept in view. This question is discussed at length in the Hadow Report. The Central Advisory Board of Education at its first meeting held in 1935 recommended a revised schools organisation consisting of a primary stage of four years, a lower secondary stage of four years and a higher secondary stage of three years. The writers of the Wood-Abbott Report "whole-heartedly commend the general layout of this proposed reconstruction". Indeed every province makes the distinction between primary and secondary or middle education though the dividing line is at the end of the fourth class in some provinces and at the end of the fifth in others. The Committee, however, felt that it was unnecessary to make any recommendation in this connection as the question would need consideration at greater length when the co-ordination of the final form of the Wardha Scheme with higher education is taken up. It was agreed unanimously that transfer to Anglo-vernacular and other schools should be permitted after the completion of the fifth class or about the age of 11+.

22. *Medium of Instruction.*—The Wardha Scheme lays down that the medium of instruction shall be the mother-tongue, that is, the vernacular of the pupils. The Wood-Abbott Report makes the same recommendation and few will be found to disagree. The Committee unanimously approve, though they are aware that in certain provinces a difficulty might arise as more than one vernacular may be spoken. In making this recommendation the Committee wish to emphasise that the term "vernacular" connotes the "literary" language and not a dialect.

23. *Hindustani.*—The object of including Hindustani as a compulsory subject in the school curriculum is, according to the Zakir Husain Committee,

to ensure that all the children educated in the "basic" schools may have a reasonable acquaintance with a common "lingua franca". That Committee has accordingly recommended that in Hindustani-speaking areas this language should be the mother-tongue but the students as well as the teachers will be required to learn both the scripts so that they may read books written in Urdu as well as in Hindi, and that in non-Hindustani speaking areas, where the provincial language will be the mother-tongue, the study of Hindustani should be compulsory during the 5th and 6th years of school life but the children will have the choice of learning either one or other script. Thus teachers who have to deal with children of both types must know both the scripts. The Committee recognise the desirability of a common language for India which should be Hindustani with both the Urdu and Hindi scripts, though some members believe that the adoption of one common script, the Roman, would considerably simplify teaching procedure and tend to unity among different communities. There is the danger that undue influence might be brought to force children to read in the script other than that of their choice, especially when the number of such children is small. The Committee desire to emphasise that full option should be given to children to choose the script and that provision should be made for teaching them in that script.

24. *English*.—Discussion on the question whether English should be taught in the "basic" schools revealed considerable difference of opinion. Some members of the Committee feel that English should have no place in these schools which are primarily meant for rural areas. The study of English in such schools is educationally unsound. The time taken in its study is out of all proportion to the advantage gained and tends to prevent the formation of a firm foundation of education.

25. On the other hand, some members of the Committee believe that a good grounding in English is essential for higher studies and so long as English remains the medium of instruction in colleges and retains its importance in all phases of Indian life, the study of English must be started at an age earlier than 14. The Wood-Abbott Report, with its emphasis on teaching through the vernacular, admits that "the study of English, at least as an optional subject, may have to be included in the curriculum of some of the lower secondary schools where there is a public demand for it".

The Committee, however, agree that the demand for English will be met by the possibility of transfer after the 5th class or about the age of 11+ to schools where English is taught and that English should not be included in the curriculum of "basic" Wardha Schools.

26. *Craft and Manual Activities*.—The fundamental principle of the Wardha Scheme is education through productive craft activity. Perhaps the word "creative" would be preferred to "productive" by educationists as the word "productive" may be and has been read to imply that economic production outweighs educative development. We emphasise that the Wardha Scheme stresses the educative value of craft work. That saleable material will be produced in the higher classes of the basic schools is no objection to the scheme. Indeed unless saleable material is produced the educative possibilities have not been satisfactorily exploited. The income from the sale of such material might well be applied to the upkeep of the school.

27. It is unnecessary to discuss the educative principle of learning by doing. All recent literature emphasises this principle and all schools with any pretence to be up-to-date have adopted it. Indeed the education of children through hand work in its various forms is one of the outstanding features of

modern education. The Committee unanimously agree with the principle of educating children through purposeful creative activities which should gradually develop into productive work.

28. To prescribe one basic craft in the lowest classes of a school which children of the age of about 6 may join is educationally unwise. The activities in these classes arise from the child's interests and desires and should not be forced on him by the adult. Any activity which appeals to a child's interest is suitable so long as it "makes a demand on a boy's skill, judgment, sense of observation and power of calculation and combines all or some of these in a constructive effort to achieve an end which he himself wishes to achieve." As the Wood-Abbott Report says, "it is not so much the thing made or done as the integration required in the making or doing, which is of educational value". Dr. Zakir Husain himself emphasises this point in his appendix to "The Activity School", when he says "It is not the attainment of skill but the process of acquiring it that is educative". As the child becomes older his interests change. Many of them become less transitory and can be satisfied through one basic craft in which the pupils should reach a high degree of skill. Such crafts as agriculture, weaving, woodwork, metal work provide facilities for educational development, appeal to the growing child's sense of making and doing something, increase his self-respect since the product of his labour has a market value and tend to remove the false idea that manual work is objectionable.

The Committee therefore are of opinion that in the lower classes (to the age of about 10 plus) there should be no single basic craft but that the various forms of activity should serve as a preparation for, and develop into, a productive basic craft in the higher classes.

29. It naturally follows that in all basic schools, indeed in all primary classes, various kinds of material for handwork must be available. Unless sufficient material is provided, the school cannot be a centre of activity.

30. *The Teacher.*—The most important condition for the success of any educational scheme is the teacher. Revised methods may be proposed, new procedure suggested or a different organisation adopted, yet these will be ineffective and fruitless unless the teachers are able to appreciate and understand the theory leading to the changes and are competent to carry them out so that the desired intention may result. As Dr. Zakir Husain writes in his report, "it is essential that these teachers should have an understanding of the new educational and social ideology inspiring the scheme combined with enthusiasm for working it out".

31. The teacher must therefore be competent to teach to the standard of the Matriculation in the usual school subjects, must be expert in methods of teaching these subjects through craft activities and must be skilled in the processes and technique of certain basic crafts. Without such teachers the Wardha school cannot succeed and teachers of the type required are practically non-existent at present. To attempt to introduce the scheme over any wide area would invite failure.

32. The pace at which the schools can be established will depend almost entirely on the supply of trained teachers competent to implement the scheme. Hence the Committee agree with the recommendation in the Zakir Husain Report that a reasonably large area should be selected for the experiment and an educational survey of that area should be carried out by the Education Department. Immediate steps should then be taken to train the required number of teachers in the existing normal schools which should be reorganised and restaffed to suit the new system of training. In the meantime all normal schools should be so reorganised and schools should be gradually converted to

activity schools as suitable teachers become available. The provision of suitable teachers will be accelerated when pupils having passed through the Wardha schools seek training as teachers, for such pupils will have absorbed the spirit of the teaching and will be skilled in some basic craft.

33. At present the usual qualification for a teacher in a primary school is a pass in the vernacular middle school examination (held after completing an eight-year course) followed by one or sometimes two years training in a normal school. Many primary teachers do not possess even these qualifications whilst a small percentage have passed the Matriculation. The qualification, however, is for primary school purposes little if any better than the vernacular middle qualification as the gain in English often does not compensate for the loss in other ways. Obviously teachers with these qualifications cannot be expected successfully to teach satisfactorily up to a standard as advanced as their own.

34. The Wardha Scheme rightly emphasises the importance of the teacher and in order to start the scheme proposes a short emergency course of one year for specially selected teachers. The complete training course, however, is to cover a period of three years.

35. (Before admission to the training college the candidate must have passed the Matriculation examination or have had at least two years' experience after passing the Vernacular Final or equivalent examination. The Committee agree that as the success of the scheme mainly depends upon the teachers it is imperative to prepare competent teachers. Some of the members, however, are apprehensive whether sufficient candidates will be forthcoming to undergo a three years training in return for the exiguous salary a primary teacher now receives.

36. Even after three years course of training, these teachers will hardly be competent to carry out satisfactorily the work in the highest classes of the "basic" schools. The Zakir Husain Committee contemplated the necessity of employing in the higher classes teachers with better academic qualifications on a higher pay and with this view, the Committee entirely agrees.

37. The Committee recommend that effort should be made to increase the supply of competent women teachers. Both the Zakir Husain and the Wood-Abbott Reports point out the need of women teachers especially in the lower classes. This point was discussed at some length in the Report on the Curriculum of Girls' Primary Schools (Central Advisory Board of Education, 1937) and the Committee wish to emphasise the conclusions stated therein in regard to the need of women teachers and the spheres of possible recruitment. Several members of the Committee pointed out that the present low salaries in some provinces would not attract a suitable type of recruit and that the teachers' social status in the villages was as a rule low. This was not surprising as his salary is frequently lower than that of a menial-servant. The Committee endorse the recommendation of the Zakir Husain Committee that the salary of a trained primary school teacher should be Rs. 25 if possible, but in no case less than Rs. 20 per mensem. Efforts should also be made to raise the status of one teacher by giving him on public, semi-public and other occasions the respect his profession deserves.

38. "*Cultural Subjects*".—The Committee discussed whether or not it was possible to teach through the basic craft all subjects to the standard anticipated. There was general agreement that in the lowest classes education can be satisfactorily carried out through activities. In this connection the work at Moga and other schools was cited. But as the child advances in age and reaches the higher classes opportunities for centring his cultural work and intellectual progress on the basic craft become less frequent. Much of the academic work even in the highest class can be correlated with the basic craft,

but all aspects of the "cultural" subjects cannot so be treated not even by stretching correlation beyond its legitimate limits. Formal instruction will therefore be necessary to teach certain elements of cultural subjects which cannot naturally be co-ordinated with the basic craft. Dr. Zakir Hussain agrees that "the school has to provide for the attainment.....of some passive knowledge. I say this lest we forget that.....not all knowledge comes through our own active experience but through the accumulated experience of generations long past" (The Activity School—Ferriere).

39. *Curriculum.*—The subjects forming the curriculum and the syllabuses of individual subjects were seriously criticised from different points of view. Amongst the points discussed were the length of time allotted to the basic craft, the political tone of parts of the syllabus in Social Studies, the omission of algebra and major games, the ambitious nature of some of the subjects of study, the lack of suitable text-books, and other matters of lesser importance.

40 Dr. Zakir Hussain pointed out that the proposed syllabuses were merely tentative and their interpretation depended on the teacher and on the provision of suitable text-books. Experience would show what changes were necessary and the syllabuses would be modified accordingly. The syllabuses published with the Wardha Scheme do little more than indicate the nature of the work of the Wardha schools. Necessary details will be incorporated after experience. Indeed, the Wardha Scheme advises the appointment in every province of "academic assistants" whose main duty will be to keep the curriculum under constant examination in the light of educational, local and other demands. Details will also be worked out in the normal schools and training colleges whilst the preparation of suitable text-books will be immediately taken in hand.

With this explanation the Committee noted that the curriculum and syllabuses of the Wardha basic schools are not rigid but will be changed as experience necessitates.

41. *Religious Education.*—The absence of all religious teaching from the curriculum was adversely commented on and this question showed fundamental differences of opinion. On the one hand it was contended that if the State makes education compulsory for all, then the State must make provision for religious education. Muslim members pointed out that religious instruction is an essential part of general education and any scheme of compulsory education which excludes religious instruction will be resented by that community.

42. Dr. Zakir Hussain had already pointed out that the Wardha Scheme makes provision for the teaching of the principles common to all religions in the hope of developing mutual respect and toleration. In Gandhiji's words:—

"We have left out the teaching of religions from the Wardha Scheme of education, because we are afraid that religions as they are taught and practised today lead to conflict rather than unity. But on the other hand, I hold that the truths that are common to all religions can and should be taught to all children. These truths cannot be taught through words or through books. The children can learn these truths only through the daily life of the teacher. If the teacher himself lives up to the tenets of truth and justice then alone can the children learn that truth and justice are the basis of all religions".

43. The majority of members felt that religious teaching was best left to the parents or to the communities concerned, but that the State should permit religious instruction to be given in the school building, out of school

hours. After considerable discussion the Committee agreed that the Government should provide facilities for religious teaching, as at present, but was not unanimous whether or not such teaching should be given in or out of school hours. The question of the inclusion of religious instruction in the curriculum is discussed in the Report of the Women's Education Committee of the Central Advisory Board of Education on the curriculum of Girls Primary Schools (1937). The majority of the members are in agreement with the views expressed in para. 11 of that report. Dr. Sir Zia-ud-din Ahmad and Khan Fazl Muhammad Khan however, desired that religious instruction should be a school subject. The syllabus of studies for Muslim Theology should be prepared by Muslims, taught by Muslims and the State should provide all facilities.

44. *Examinations.*—The Wardha Scheme of education makes no provision for external examinations but emphasises the need of efficient and helpful supervision as contrasted with mere inspection.

45. In regard to examinations the Committee would go even further than the Wardha Scheme anticipates. The Zakir Husain report states that "the purpose of the examination can be served by an administrative check of the work of the schools in a prescribed area, by a sample measurement of the attainment of selected groups of students conducted by the Inspectors of the Education Board". The Committee feels that even this sample measurement is open to objection and might be omitted. The standard of work in the school should be maintained by the inspecting staff and by local exhibitions of work. Promotion from grade to grade should rest entirely with the school on the results of an internal test. The papers and work of the pupils and the results of the test should be reviewed by the inspecting officer at the time of his visit. At the end of the school course the school itself can grant a leaving certificate after a final internal examination stating merely that the pupil has satisfactorily completed the course of the basic school. The certificate may be countersigned by the supervisory or inspecting officer after he has reviewed the pupil's work in the final test if an additional check is considered necessary. For pupils who leave the basic schools for other schools about the age of 11 plus after having completed the first five classes a similar leaving certificate will suffice. Admission to these schools should be controlled by their Headmasters who may prescribe any form of test they consider suitable for their purpose.

46. *Finance.*—The Committee did not consider the question of finance as this was outside their terms of reference. They wish, however, to point out that "activity" schools will cost more to run in the beginning than the present type of school and that the rate at which compulsion proceeds and the age to which it is applied are primarily financial questions, the consideration of which must be left to the Provinces.

47. *Conclusions.*—The following is a summary of the main conclusions reached at the meeting of the Committee:—

- (1) The scheme of "basic" education should first be introduced in rural areas.
- (2) The age range for compulsion should be 6 to 14 years, but children can be admitted to the "basic" school at the age of 5.
- (3) Diversion of students from the "basic" school to other kinds of school should be allowed after the 5th class or about the age of 11 plus.
- (4) The medium of instruction should be the vernacular of the pupils.

- (5) A common language for India is desirable. This should be Hindustani with both the Urdu and Hindi scripts. Option should be given to children to choose the script and provision should be made for teaching them in that script. Every teacher should know both scripts, *viz.*, Urdu and Hindi. Some members of the Committee suggest that the adoption of Roman script might prove a solution to the language difficulty and greatly minimise the work of both scholar and teacher.
- (6) The Wardha Scheme of basic education is in full agreement with the recommendations made in the Wood-Abbott Report so far as the principle of learning by doing is concerned. This activity should be of many kinds in the lower classes and later should lead to a basic craft the produce from which should be saleable and the proceeds applied to the upkeep of the school.
- (7) Certain elements of cultural subjects, which cannot be correlated with the basic craft, must be taught independently.
- (8) The training of teachers should be reorganised and their status raised.
- (9) No teacher should receive less than Rs. 20 per mensem.
- (10) Efforts should be made to recruit more women teachers and to persuade girls of good education to take up teaching.
- (11) Basic schools should be started only when suitable trained teachers are available.
- (12) The curriculum will need revision in the light of experience.
- (13) English should not be introduced as an optional subject in basic schools.
- (14) The State should provide facilities as at present for every community to give religious teaching, when so desired but not at the cost of the State.
- (15) No external examinations need be held. At the end of the basic school course a leaving certificate based on an internal examination should be given.
- (16) Pupils wishing to join other schools at the end of the 5th class (age 11+) should also be granted a leaving certificate.
- (17) Promotion from class to class will be determined by the school, though the results of the internal examinations should be subject to the supervisor's inspection.

[B. G. KHER (*Chairman*).

SYED MAHMUD.

R. S. SHUKLA.

GERTRUDE C. GRIGG.

AMRIT KAUR.

ZIA-UD-DIN AHMAD.

W. H. F. ARMSTRONG.

S. P. MOOKERJEE.

FAZL MUHAMMAD KHAN.

HANSA MEHTA.

J. E. PARKINSON.

On account of his illness, Dr. Zakir Husain has not been able to sign the Report. He has, however, approved it.

APPENDIX 1

The following is a list of papers which were circulated to the members of the Committee:—

1. Resolution passed at the third meeting of the Central Advisory Board of Education, held on the 28th January 1938, appointing this Committee.
2. Proceedings of the All-India National Education Conference held at Wardha in October 1937 to consider Gandhiji's scheme of basic education.
3. Report of the Zakir Husain Committee and the proposed syllabus prepared by it.
4. Note by Mr. J. E. Parkinson, C.I.E., Educational Commissioner with the Government of India, on the objections to the Wardha Education Scheme.
5. Note by Khan Fazl Muhammad Khan, Commissioner and Secretary to His Exalted Highness the Nizam's Government, Department of Technical and Vocational Education, on the Wardha Education Scheme with a chart illustrating a possible scheme of re-organisation of education in Indian schools.
6. Note on the action taken, or proposed to be taken, by the Provinces on the Wardha Education Scheme.
7. Resolution passed by the All-India Educational Conference on the Wardha Education Scheme at its thirteenth session held in Calcutta in December 1937.
8. Report of the Madras Teachers' Guild on the Wardha Scheme of Basic Education.
9. Resolution passed by the Indian National Congress at Haripura in February 1938 on national education in India.
10. Resolutions passed at the first meeting of the Central Advisory Board of Education held in December 1935 on educational reconstruction in India.
11. Circular letter to Provincial Governments and Local Administrations. No. F. 1-6 (a)/36-C. A. B., dated the 30th April 1936, on the resolutions of the Central Advisory Board of Education on educational reconstruction.
12. Resolutions passed by the Indian Universities' Conference in 1934 on educational reconstruction.
13. Circular letter to Provincial Governments and Local Administrations No. F. 83-1/34-E., dated the 25th January 1935, on educational reconstruction in India.
14. Circular letter to Provincial Governments No. L-1834, dated the 20th January 1938, on Government recruitment and unemployment.
15. Report on Vocational Education in India by A. Abbott, C.B.E., formerly His Majesty's Chief Inspector of Technical Schools, Board of Education, England, with a section on General Education and Administration by S. H. Wood, M.C., Director of Intelligence. (Board of Education, England.)
16. Views of the Provincial Governments on the recommendations made in the Wood-Abbott Report.
17. Report on Vocational Education in Hyderabad State by A. Abbott, C.B.E., formerly His Majesty's Chief Inspector of Technical Schools, Board of Education, England.
18. Report of the Sub-Committee for the re-organization of education in the Hyderabad State.
19. Vidya Mandir Scheme—A way to the spread of free and compulsory mass education within a fixed period.

20. Vidya Mandir Syllabus and *Ad Interim Report* of the Syllabus Committee, Central Provinces and Berar.

21. Report on Educational Reconstruction and Vocational Training in the Central Provinces and Berar.

22. Report on Vocational Training in Primary and Secondary Schools and consequent reorganization in Bombay.

23. School Education in Bengal—Resolution No. 1037-Edn., dated the 9th March 1937.

24. Report of the Women's Education Committee of the Central Advisory Board of Education on primary education of girls in India, 1936.

25. Report of the Women's Education Committee of the Central Advisory Board of Education to consider the curriculum of Girls' Primary Schools in India, 1937.



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APPENDIX II

	Age range of compulsion Year	
Madras	6—11	
Bombay	6—11	
Bengal	6—10	Under the Bengal Primary Educa- tion Act 1919.
	6—11	Under the Bengal (Rural) Primary Education Act, 1930.
United Provinces	6—11	
Punjab	6—11	
Bihar and Orissa	6—10	
Central Provinces	7—11	
Assam	6—11	
Delhi	6—11	



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LIST OF PUBLICATIONS OF THE BUREAU OF EDUCATION, INDIA

Serial No.	Names of Publications	Year of publication
1	Report on Vocational Education in India (Delhi, the Punjab and the United Provinces) (E. H. L. 34)	1937
*2	Report of the Women's Education Committee on primary education of girls in India 1936	1937
*3	Report of the Women's Education Committee of Central Advisory Board of Education to consider curriculum of Girls' Primary Schools in India	1937
*4	Report of the Vernacular Education Committee of the Central Advisory Board of Education appointed to consider certain questions connected with the administration and control of Primary Education	1937
5	Report of the First Committee of Central Advisory Board of Education appointed to consider the Wardha Education Scheme (E.H.L. 40)	1938
6	Report of the 2nd Wardha Education Committee of the Central Advisory Board of Education (App. IV to 5th meeting proceedings)	1940
7	Report of the Adult Education Committee of the Central Advisory Board of Education, 1939 (E.H.L. 46) (App. III to 5th meeting proceedings)	1940
*8	Report of the Social Service and Public Administration Committee of the Central Advisory Board of Education in India, 1940, together with the decisions of the Board thereon (E.C. 6)	1941
9	Report of the Joint Committee appointed by the Central Advisory Board of Health and Central Advisory Board of Education on the Medical Inspection of School Children	1941
10	Report of the Scientific Terminology Committee of the Central Advisory Board of Education in India, 1940, together with the decisions of the Board thereon (E.C. 5)	1941
11	Proceedings of the 6th Meeting of the Central Advisory Board of Education held at Madras on 11th and 12th January 1941 (E.C. 4 VI)	1941
12	Proceedings of the 7th Meeting of the Central Advisory Board of Education in India held at Hyderabad, Deccan, on 14th and 15th January 1942 (E.C. 4 V II)	1942
13	Report of the School Building Committee (E.C. 8)	1942
14	Report of the Uniform Braille Code Committee (E.C. 7)	1942
15	Report of the Examination Committee, 1942 (E.C. 12)	1942
16	Report of the Expert Committee on a Uniform Braille Code for India with the Braille charts printed in India Alphabets, 1942, as subsequently modified	1942
17	Proceedings of the 8th Meeting of the Central Advisory Board of Education held at Lucknow (E.C. 4 VIII)	1943
18	Report of the Joint Committee of the Central Advisory Board of Education and the Inter-University Board appointed to investigate the question of the relation of the School Leaving Certificate Examination to the Matriculation Examination, 1942 (E.C. 9)	1943
19	Report of the Committee of the Central Advisory Board of Education on the training, recruitment and conditions of service of teachers (E.C. 10)	1943
20	Report of the Committee of the Central Advisory Board of Education appointed to consider the question of the recruitment of the Education Officer, 1942, together with the decisions of the Board thereon (E.C. 11)	1943
21	Report of the Examination Committee	1943
22	Proceedings of the 9th and 10th Meetings of the Central Advisory Board of Education in India held in October 1943 and January 1944 respectively (E.C. 4 IX & X)	1944
23	Report of the Technical Education Committee, 1943 (E.C. 16)	..
24	Report of the Test Book Committee, 1943 (E.C. 15)	1944
25	Report of the Examination Committee (Technique of Examinations), 1943 (E.C. 17)	1944
	Report of the Committee of Central Advisory Board of Education appointed to consider the question of training, recruitment and condition of service in universities, etc. together with the decisions of the Board thereon (E.C. 22)	1945
27	Report of the Central Advisory Board of Education on Post-War Educational Development in India, 1944 (E.C. 13)	1945

* Not published previously, but proposed to be included in future reprints.

† Published by the Central Advisory Board of Health.

Serial No.	Names of Publications	Year of publication
28	Volume containing reports of the Committees of the Central Advisory Board of Education (E.C. 14)	1945
29	Report of the Administration Committee of the Central Advisory Board of Education	1945
30	Proceedings of the 11th Meeting of the Central Advisory Board of Education (E.C. 4 XI)	1945
31	Report of the Agricultural Education Committee of the Central Advisory Board of Education, 1944 (E.C. 20)	1945
32	Proceedings of the 12th Meeting of the Central Advisory Board of Education held at Mysore in January 1946	1946
33	Report of the Religious Education Committee of the Central Advisory Board of Education	1946
34	Development of Higher Technical Institutions in India (Interim Report of Sarkar's Committee)	1946
35	Report of the Committee of the Central Advisory Board of Education on selection of pupils for Higher Education	1946
36	Report of the Committee of the Central Advisory Board of Education on conditions of service of teachers	1946



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